



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Reginald D. Freeman
Chief, Oakland Fire Dept

SUBJECT: MACRO Report and
Recommendations

DATE: September 28, 2021

City Administrator Approval

Date:

Sep 30, 2021

RECOMMENDATION

Staff Recommends That The City Council Approve A Report And Recommendation Including The Following;

- 1) Include A Community Advisory Board (As Previously Voted By Council);**
- 2) Ensure Living Wage Quality Jobs For Frontline Responders And Bring On ASAP;**
- 3) Return With A Plan To Expand To 24/7; Review Possibly Unneeded Non-Responder Positions;**
- 4) Continue Pursuing Additional Funds To Continue/Expand; And Bring Back Spending Plan Reflecting These Discussions.**

EXECUTIVE SUMMARY

On March 2, 2021, City Council directed the City Administrator to explore options for expediting the implementation of the 18-month pilot phase of the Mobile Assistance Community Responders of Oakland (MACRO) program.

This report provides City Council and the public with updates on the implementation of MACRO, including a series a recommendation for City Council to review regarding wages, staffing and work schedules, fundraising and ongoing spending, and the inclusion of a community advisory board.

BACKGROUND / LEGISLATIVE HISTORY

In 2019, City Council allocated \$40,000 to research the feasibility of launching a program in Oakland modeled after an innovative community-based public safety system in Eugene, Oregon known as CAHOOTS.

The Oakland Fire Department, which has been tasked with the role of developing the MACRO program model based on the vision and of the community and the guidance of the council, presented a [status update on the implementation of the pilot to the Public Safety Committee on September 14, 2021](#). This latest report follows a request from the Public Safety Community to return to the Public Safety Committee on October 12, 2021 with additional information and recommendations.

Public Safety Committee
October 12, 2021

ANALYSIS AND POLICY ALTERNATIVES

Include a Community Advisory Board:

The City Council directed the City Administration to work with the City Council to develop the structure of MACRO Advisory Board for the purpose of serving as an advisory partner to the Oakland Fire Department in developing the MACRO civilian crisis response.” This policy directive was assigned to OFD.

The Fire Department continues to rely on the support of the community in the development of the pilot and is amenable to formalizing that relationship through the creation of an advisory body.

If the City Council wants the Advisory Board established by Ordinance, this means [Section 601 of the City Charter](#) would need to be followed. This also means that the advisory board must follow open meeting laws and the Brown Act. In the most recent City Administrator’s Office Policy Directive analysis memo, it was stated that a full-time staff member would be required to support this potential Advisory Commission, and recommended funding an Administrative Analyst II in OFD; however, that request was not included in the Council budget amendments.

If the Advisory Board is a non-legislative body, there are multiple ways to form the board. The Fire Department is in the process of reviewing the [Reimagining Public Safety Task Force \(RPSTF\) legislation](#) that created that working group. Finally, the RPSTF was not an official board/commission, but they follow open meeting laws and posted meeting agendas publicly.

Fire does not have experience in designing advisory boards, so will require guidance from the City Council, City Administrator, and/or the Office of the City Attorney.

Ensure Living Wage Quality Jobs For Frontline Responders And Bring On ASAP

Staff completed a survey of Alameda County, City and County of San Francisco, City of Berkeley, City of Eugene, Oregon, and additional jurisdictions to assess program elements, job specifications and compensation.

The Fire Department, in consultation with the Human Resources Management (HRM) Department, has proposed a wage for the frontline responders well above the comparable wages of an average Emergency Medical Technician (EMT) responder in the Bay Area. The CIS, having similar and equitable responsibilities, should have a wage that is reflective of that responsibility.

HRM, Fire and SEIU 1021 met on September 27, 2021, to discuss salary for EMT and CIS. A proposed amendment to the Salary Ordinance will be brought to the City Council during the month of November 2021.

The recruitment and hiring will begin once the salary has been finalized. Fire has started information sharing and early recruitment efforts with local EMT training programs and have identified many probable candidates. Fire has also continued to share the frontline responder job description with every community interaction.

Return With A Plan To Expand To 24/7; Review Possibly Unneeded Non-Responder Positions

The goal of the program is to have it operate 24 hours a day, 7 days a week.

OFD has explored this possibility since the outset of the planning process and for reasons that primarily relate to staffing, safety, training, and capacity, proposed to pilot launch in East and West Oakland with three teams on two shifts, day and swing, seven days a week with functioning hours of 07:00-15:00 and 15:00-23:00, respectively. After a thorough evaluation of the community's needs, addressing any safety issues, and a clear contingency plan, OFD will consider and plan for a 24/7 deployment with full city-wide coverage either toward the end of the pilot or once the pilot completes and all relevant data has been analyzed.

Following the latest request of the City Council, OFD has re-reviewed strategies to incorporate a 24 hour a day model and concludes that ultimately shifting to a 24-hour service delivery model must be determined by available funding and staffing capacity. Additionally, the Fire Department recommends utilizing at minimum 12 months' worth of data to quantify hourly call volumes to justify appropriate staffing.

OFD has proposed the initial round of positions to align with the department's own mission to provide the highest level and quality of service to residents of Oakland. At the request of the City Council, each of the non-responder positions were evaluated. It is the recommendation of OFD that all the proposed positions be approved, and, at the conclusion of the pilot, a determination can be made as to which positions are retained if the City Council extends the program beyond the pilot phase.

Currently, the non-responder positions include:

- **MACRO Program Manager:** Responsible for the management and full oversight of the MACRO program. Managing the staff assigned as field personnel, office support, wrap around service/case management, and data recording for all things MACRO. This manager will manage the budget as it pertains to the operational needs of MACRO, assisting in the design of field operations and follow up services. Responsible for daily review and evaluations for optimal chances to enhance and or improve the services provided. Will confer with stakeholders on a regular basis for continued compliance. Confers with executive member of OFD for continued progression during and after the pilot. An offer letter for the position has been issued, and OFD anticipates having this position filled by mid-October 2021.
- **Program Analyst I:** Responsible for monitoring data collection as it pertains to the MACRO program. Assists the Program Manager with stats and data collection to help show efficacy of the program. Will assist team when necessary for data input not accessible on the working tablet. Data input they may only be available on a shared data base that has limited access for MACRO personnel. This position has been filled since September 2021.
- **Public Information Officer I:** Responsible for creating, updating, tracking, and disseminating information to a wide range of internal and external audiences. The staff person will be curate content and coordinate the sharing of information for use by public officials, media, community organizations and stakeholders, internal staff, and others.

OFD has already received an abundance of inquiries from internal and external audiences for content related to the program, Having this position in place during the pilot phase will allow OFD to effectively document each phase of the pilot and promote and share information in a timely manner; allowing the program manager to remain focused on the critical operational elements of the pilot.

- **Account Clerk III:** Responsible for the finance and budget needs for the MACRO staff. Payroll, invoices and managing the necessary resources for the program, including the accounting necessary to secure potential state/federal reimbursements.
- **Management Assistant:** Will support a range of administrative functions related to the successful implementation of the program. This position may also serve as the lead staff person staffing the proposed advisory board.
- **Grant Writer:** This position has not been included yet but is being strongly considered to position MACRO for future funding opportunities.

Continue Pursuing Additional Funds To Continue/Expand

OFD is committed to ensuring this pilot program is effective and sustainable. To achieve this goal, it will require ongoing funding and training to ensure that staff and supervisors are consistently implementing and utilizing best practices.

Ensuring that this program is adequately resourced will require consistent communication with City officials and elected leaders, the City of Oakland lobbyist, and state and federal representatives and staff.

The program benefited greatly from the \$10M state budget allocation, and the goal is to continue receiving that level of funding to support technology and staffing enhancements, ongoing training, and infrastructure needs. The Department is recommending the addition of a Grant Writer position dedicated to this program. In coordination with the program analyst, and the public information officer, the grant writer will have the tools to demonstrate the importance of this work and justify the need for a dedicated funding stream.

FISCAL IMPACT

As part of its midcycle budget adjustment in the summer of 2020, the City Council appropriated \$1.85 million to the Department of Violence Prevention (DVP) to execute the MACRO pilot.

In 2020, the DVP entered a professional services contract with Jeweled Legacy Group which is supporting the development of the MACRO program through planning support, training, and technical assistance. As of August 25, 2021, OFD fiscal states there is 552,787.97 remaining.

Mayor Libby Schaaf's proposed FY2021-2023 budget included \$2.6 million for the MACRO pilot for the next two fiscal years, and the final adopted budget included an additional \$3.968 million.

The state [Budget Act of 2021](#) included \$10 Million for Oakland's Mobile Assistance Community Responders of Oakland ("MACRO") program to allow Oakland to provide a strong program of civilian crisis responders. City Council Action on July 26th appropriated these state funds in the amount of \$5.0 million per fiscal year and reduced the General-Purpose Fund (1010) allocation

in FY 2021-22 by 968,000. The total MACRO Budget for the current and subsequent fiscal year are shown below.

	FY2021-22	FY2022-23
Proposed Budget (Incl. Errata)	1,157,631.00	1,407,907.00
Council Amendments (Incl. July 26th Amendment)	-	3,000,000.00
State Budget Act of 2021 Funding	5,000,000.00	5,000,000.00
TOTAL	6,157,631.00	9,407,907.00

Staffing Costs

MACRO teams (composed of 1 Emergency Medical Technician and 1 Community Intervention Specialist) are proposed to operate three shifts (24 hours) per day, and 7 days per week. 3 Teams will be in operation 1 in West Oakland and 2 in East Oakland. To accomplish this, MACRO staff will either work an A schedule, or a B schedule, with each schedule including different days of the week to allow for full week coverage. During the times when MACRO teams are in the field a single Clinical Oversight worker will be on call so oversee and support those teams.

The tables below show information regarding the staffing schedules for MACRO operational staff.

West Oakland Team Example		
Day of the Week	A Schedule	B Schedule
Sunday	Off	In the Field
Monday	Off	In the Field
Tuesday	In the Field	Off
Wednesday	In the Field	Off
Thursday	In the Field, Office Work, or Training	In the Field, Office Work, or Training
Friday	In the Field, Office Work, or Training	In the Field, Office Work, or Training
Saturday	In the Field, Office Work, or Training	In the Field, Office Work, or Training

Shift Name	Shift Time Start	Shift Time End
Day Shift	7:00am	3:00pm
Swing Shift	3:00pm	11:00pm
Grave Shift	11:00pm	7:00am

Geographic Team	Day Shift A	Swing Shift A	Grave Shift A	Day Shift B	Swing Shift B	Grave Shift B	All Shifts
Citywide	1 FTE (1 CO)	1 FTE (1 CO)	1 FTE (1 CO)	1 FTE (1 CO)	1 FTE (1 CO)	1 FTE (1 CO)	6 FTE
West Oakland Team	2 FTE (1 EMT+ 1 CIS)	2 FTE (1 EMT+ 1 CIS)	2 FTE (1 EMT+ 1 CIS)	2 FTE (1 EMT+ 1 CIS)	2 FTE (1 EMT+ 1 CIS)	2 FTE (1 EMT+ 1 CIS)	12 FTE
East Oakland Team 1	2 FTE (1 EMT+ 1 CIS)	2 FTE (1 EMT+ 1 CIS)	2 FTE (1 EMT+ 1 CIS)	2 FTE (1 EMT+ 1 CIS)	2 FTE (1 EMT+ 1 CIS)	2 FTE (1 EMT+ 1 CIS)	12 FTE
East Oakland Team 2	2 FTE (1 EMT+ 1 CIS)	2 FTE (1 EMT+ 1 CIS)	2 FTE (1 EMT+ 1 CIS)	2 FTE (1 EMT+ 1 CIS)	2 FTE (1 EMT+ 1 CIS)	2 FTE (1 EMT+ 1 CIS)	12 FTE
Total	7 FTE	7 FTE	7 FTE	7 FTE	7 FTE	7 FTE	42 FTE

Notes:
CIS: Community Intervention Specialist
EMT: Emergency Medical Technician
CO: Clinical Oversight (Case Manager/Supervisor)

OFD has also proposed piloting one Nurse in Fire Dispatch during one shift and adding one dispatcher during the high call volume Swing Shift. OFD has also requested the addition of a Public Information Officer I and to maintain funding for a Program Manager to support the entire program.

Finance is recommending the addition of an Account Clerk III in OFD Fiscal to assist with the additional volume of administrative work including payroll, procurement, and state grant reporting requirements. Finance is also recommending the addition of a Management Assistant to develop and implement a MediCal billing strategy for reimbursement of MACRO costs in FY 2023-24 when state funding may not be available. Initial conversations support the possibility that 50% reimbursement may be achievable in FY 2023-24 if the process to pursue that model is begun quickly.

As described above, the below tables identify the personnel for the MACRO pilot program:

Classification	Day Shift A	Swing Shift A	Night Shift A	Day Shift B	Swing Shift B	Night Shift B	Leave Coverage (Overtime Equiv.)	Total FTE
Emergency Medical Technician	3.0	3.0	3.0	3.0	3.0	3.0	3.0	21.0

Community Intervention Specialist	3.0	3.0	3.0	3.0	3.0	3.0	3.0	21.0
Clinical Oversight (Case Manager)	1.0	1.0	1.0	1.0	1.0	1.0	1.0	7.0
Nurse Dispatcher		1.0			1.0			2.0
Fire Communications Dispatcher		1.0			1.0			2.0
Public Information Officer I	1.0							1.0
MACRO Manager	1.0							1.0
Program Analyst I	0.5							0.5
Account Clerk III	1.0							1.0
Management Assistant	1.0							1.0
Total FTE	11.5	9.0	7.0	7.0	9.0	7.0	7.0	57.5

The total annual fully burdened personnel cost for 57.0 FTE is estimated at \$5,005,386 in FY 2021-22 based upon the anticipated start dates, see table below.

<i>Classification</i>	<i>FTEs</i>	<i>Annual Cost/FTE</i>	<i>Months Employed</i>	<i>Total \$</i>
Emergency Medical Technician	21.0	124,569	8	1,657,759
Community Intervention Specialist	21.0	124,569	8	1,657,759
Clinical Oversight	7.0	169,554	8	752,143
Nurse Dispatcher	2.0	348,192	6	348,192
Fire Communications Dispatcher	2.0	162,128	6	162,128
Public Information Officer I	1.0	154,636	6	77,318
MACRO Manager	1.0	258,363	9	193,773
Program Analyst I	0.0	141,078	-	-
Account Clerk III	1.0	122,985	6	61,493
Management Assistant	1.0	189,644	6	94,822
TOTAL	57.0			\$5,005,386

The total annual fully burdened personnel cost for 57.5 FTE is estimated at \$8,533,705 for FY 2022-23 assuming all positions are filled, see table below.

Classification	FTEs	Annual Cost/FTE	Total
Emergency Medical Technician	21.00	129,078	2,710,641
Community Intervention Specialist	21.00	129,078	2,710,641
Clinical Oversight	7.00	175,692	1,229,846
Nurse Dispatcher	2.00	360,797	721,593
Fire Communications Dispatcher	2.00	167,997	335,993
Public Information Officer I	1.00	160,234	160,234
MACRO Manager	1.00	267,716	267,716
Program Analyst I	0.50	146,185	73,093
Account Clerk III	1.00	127,437	127,437
Management Assistant	1.00	196,509	196,509
TOTAL	57.5		8,533,705

Operations & Maintenance

Operations & Maintenance Expenses	One-Time & Ongoing FY 2021-22 Costs	Ongoing FY 2022-23 Costs
Work Location - Trailer procurement for stationary office, showers, tent like structure for vehicle storage	150,000	30,000
Office needs (furniture, phones, etc.)	30,000	10,000
Public Works to service facility	10,000	20,000
3 Rental vans (8-month rental)	100,000	
4 Customized vehicles	400,000	40,000
3 Sets Basic life support equipment and supplies per vehicle	15,000	15,000
Mobile and portable radios	130,000	20,000
Laptops & IT	15,000	10,000
4 MDT (Mobile Data Connection to Dispatch)	33,200	
4 Wireless Modems	16,000	
ESO software data input: call/incident recording	3,000	3,000
Training	100,000	150,000

Consulting Services	150,000	150,000
TOTAL	1,152,200	448,000

The table below reflects the operations & maintenance expenditures anticipated over the next two fiscal years.

Total Anticipated Cost

Total MACRO Costs The table below reflects the total anticipated MACRO costs including contingency for unanticipated expenses and programmatic needs, both of which are likely due to the speed and scope of this pilot project.

Anticipated MACRO Budget	FY 2021-22	FY 2022-23
Total MACRO Resources All Sources	6,157,631	9,407,907
Operations & Maintenance Expenses	1,152,245	448,000
Anticipated Personnel Expenses	5,005,386	8,533,705
Y2 Contingency Funding	-	426,202
Total MACRO Anticipated Costs	6,157,631	8,533,705

PUBLIC OUTREACH / INTEREST

Oakland Fire Department and City Administration continue to receive and respond to inquiries from the media and the public regarding the development of the MACRO program. OFD and the Human Resource Management Department (HRM) have provided information to community groups and Council offices in advance of public meetings.

A page was created on the City [website](#) specifically focused on MACRO. Staff have used direct email and social media to provide updates and promote opportunities for community engagement.

A community survey was circulated to gain further input on the community's goals and vision for the program. The survey closed on August 6 and Jeweled Legacy is currently compiling the results of the survey to be shared publicly.

OFD solicited support from community organizations and stakeholders to help build a diverse interview panel for the Program Manager hiring process.

OFD has engaged in multiple town hall meetings and attended a Mental Health Awareness Fair on May 24, 2021. A virtual town hall was held on September 8 to update the public on all facets of the program's implementation, and to offer another opportunity for feedback.

Jeweled Legacy Group has taken the following steps to advance MACRO in partnership with OFD:

- 1) Worked with OFD to refine and adapt the model.
- 2) Is working to create and publish a timeline through launch.
- 3) Has committed to assisting with outreach to potential employee applicants.
- 4) Is assisting with Community Engagement.
- 5) Is assisting in building relationships with other CBOs and Behavioral Health providers.

COORDINATION

The Fire Department coordinated with the Budget Bureau and Department of Human Resources and Management in the development of this report.

SUSTAINABLE OPPORTUNITIES

Economic: There are now economic impacts related to this report.

Environmental: There are now economic impacts related to this report.

Race & Equity: The ongoing coordination to implement the MACRO program will directly support the following objectives related to race and equity:

- Decreased negative outcomes from law enforcement response to nonviolent 911 emergency calls, especially among Black, Indigenous and People of Color (BIPOC);
- Decreased criminal justice system involvement for people in crisis, especially among Black, Indigenous, People of Color;
- Increased connections to community-based services for people in crisis, especially among Black, Indigenous, and People of Color;
- Redirection of MACRO-identified 911 calls to an alternative community response system;
- Reduced Oakland Police expenses and call volume related to 911 nonviolent calls involving people with mental health, substance use, and unsheltered individuals.

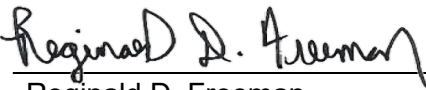
ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Approve A Report And Recommendation Including The Following;

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- 4) Continue Pursuing Additional Funds To Continue/Expand; And Bring Back Spending Plan Reflecting These Discussions

For questions regarding this report, please contact Vena Sword Ratliff, Division Manager, Medical Services Division, Oakland Fire Department at 510-238-3736.

Respectfully submitted,



Reginald D. Freeman
Chief, Fire Department

